



Dear Baltimorean:

Governing Baltimore:

A Guide to the Records of the Mayor and City Council

at the Baltimore City Archives

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Preface

Sweeping changes occurred in Baltimore society, commerce, and government during the nineteenth and twentieth centuries. From incorporation in 1796 the municipal government's evolution has been indicative of this process. From its inception the city government has been dominated by the mayor and city council. The records of these chief administrative units, spanning nearly the entire history of Baltimore, are among the most significant sources for this city's history.

This guide is the product of a two year effort in arranging and describing the mayor and city council records funded by the National Historical Publications and Records Commission. These records are the backbone of the historical records of the municipal government which now total over three thousand cubic feet and are available for researchers. The publication of this guide, and three others available on other records, is preliminary to a guide to the complete holdings of the Baltimore City Archives scheduled for publication in 1983.

During the last two years many debts to individuals were accumulated. First and foremost is my gratitude to the staff of the NHPRC, most especially William Fraley and Larry Hackman, who made numerous suggestions regarding the original proposal and assisted with problems that appeared during the project. Elizabeth Clark, Assistant Director of the Baltimore City Department of Legislative Reference, constantly helped with the bureaucratic aspects of running this grant as did Ronald Schaefer, Assistant Records Management Officer. The staff of the Baltimore City Department of Legislative Reference and the Maryland Department of the Enoch Pratt Free Library assisted with requests for needed publications. The greatest thanks is owed to William G. LeFurgy and Susan Wertheimer David who both worked on the grant as project archivists and who handled the many problems and challenges cheerfully and competently and to Karen Freeberger who typed numerous drafts of this guide, record box labels, and inventory lists, all of which she is now trying to forget.

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History of the Mayor and City Council

A 1729 act of the Maryland General Assembly created the town of Baltimore and a board of town commissioners as its first local authority. The colonial, and later the state government, retained political control of the community by restricting the powers of these commissioners to the sale of public land and little more. As Baltimore grew in size and importance, temporary citizen committees were organized to deal with concerns outside the power of the commissioners, such as fire prevention, police protection, and public health. The Baltimore County Court controlled other administrative functions, including supervision of elections, taxation, poor relief, criminal jurisdiction, and licensing.

This non-centralized system of government sufficed initially, but by the 1780s the town's burgeoning population required new and improved public services. Recognizing this, the state created a board of special commissioners in 1782 to direct the cleaning and extension of Baltimore's streets and two years later a board of port wardens was charged with regulating and maintaining the harbor. Baltimore's explosive growth outstripped the efforts of the two boards and orderly management of the town's affairs became impossible without a more effective mode of public administration.

Even though most Baltimore citizens favored a comprehensive system of local government based on a charter, there were sharp debates over the form of a new system. Wealthy merchants and large land owners wanted to maintain their traditional ascendancy. Many others opposed the formation of a municipal government that hindered their political involvement through high property qualifications and indirect elections. Opposing factions prevented the approval of charters proposed in 1782, 1784, 1786, and 1793. Finally, in 1796, the pressing need for local self-government led to the town's approval of a conservative charter. The Maryland General Assembly enacted the charter into law on December 31, 1796 and thus incorporated a municipal government.

The new municipal government was modeled after the federal constitution with a two-branch legislature (city council) and an independent executive (mayor). Reflecting the conservative philosophy behind the charter, office holding and voting were restricted to men of means. The city council's two branches provided a voice to the general populace through a popularly elected lower chamber with the necessary checks of an upper chamber composed of the social and political elite. Members of the lower chamber, or first branch, of the city council had to possess \$1,000 of assessed property and were popularly elected on an annual basis, two from each ward. Ballots were cast by voice vote by residents owning property worth at least thirty pounds currency. Every other year, voters selected one elector from each ward and the electors chose the eight members of the upper chamber, or second branch, of the council. For consideration to serve in the second branch, individuals had to own \$2,000 in property. The mayor, with the same minimum qualifications as members of the second branch, was also selected by the electors at the same time.

The 1796 charter granted the mayor and city council specific power to regulate markets, streets, lots, bridges, police, fire companies, sewers, public health, and the harbor. The municipal government also levied taxes and enacted all laws necessary to govern the city within the authority conferred by the charter. While this system gave Baltimore more local authority than it had ever possessed, the state continued its traditional dominance in many areas. The state was reluctant to part with its traditional power, even into the twentieth century. It was not until 1915, for example, that Baltimore gained the right to amend its charter without first seeking approval from the state.

Records dating from 1904 to the present retain their original filing order. For this reason and because far more material is extant, the administrative files of the twentieth century mayors have greater research potential. In these records the changing priorities of local government are evident, particularly the increasing interest in social, education, and economic programs. Major gaps were created in the records that originated in the period 1904 to 1947 due to a 1961 "weeding" project during which the files were reduced from 360 to 67 cubic feet.* File folder listings for each administration are available at the Archives.

The records of the Baltimore City Council, RG16, span the years 1797-1975 with the bulk of the material dating after 1860. There are 471 boxes (210 cubic feet) of documents. The Baltimore City Department of Legislative Reference Library maintains the official city council files of the current and preceding term.

This record group consists primarily of files of pending ordinances and resolutions (known as official city council files), reports, petitions, and the unpublished manuscript volumes of the journal of proceedings (1801-1828) and journal of the joint council convention (1818-1902). Some of the subjects well represented in RG16 include financial matters, railroad and utility franchises, opening and closing streets, zoning regulations, social relations, urban rehabilitation, and expressway plans.

Except for the journals, most of the records are part of the official city council files that are maintained on pending ordinances and resolutions. Like the mayor's records, those of the city council reflect the alterations made by different caretakers. The different arrangements of the official city council files, series 1 and 4, illustrate this problem. The records of 1797 to 1923, series 1, were item indexed by the Historical Records Survey and were taken out of their original order, similar to that in series 4, and arranged sequentially by assigned number. The records in series 4, dating from 1919 to 1975, reflect the original filing system where all the documents pertaining to a bill were kept in a single file identified by the introductory bill or final ordinance number (the specific arrangement is in the unpublished city council inventory).

The value of these city council records is their information on the changing concerns of the public, as seen in the petitions and correspondence, and the response of the government to these concerns. The research value of the records is somewhat limited in that they include only the official files, not the personal files of individual council members. Their speeches, policy statements, and correspondence have not been retained unless they were relevant to a specific bill.

Other material that is relevant to both the records of the mayor and city council is contained in other record groups in the Baltimore City Archives. These additional records are described in an unpublished inventory available to researchers at the Archives.

*C. Frank Poole, "Screening the Papers of Baltimore's Mayors," American Archivist 25 (April 1962): 219-22.

Series Description

Each series description includes a series title, span dates, quantity (in inches if less than one box, and cubic feet and boxes if one box or more), method of arrangement, and summary of the contents. The contents of these series descriptions are indexed at the end of this guide.

RG9 Mayoral Records*

Series 1. Calhoun Correspondence to City Council. 1797-1802. 2 in.
Arranged chronologically.

Formal communications, messages, and memoranda sent by Mayor James Calhoun to the first and second branches of the city council. Subjects include: health concerns, erection of a hospital, mayor's approval or disapproval of ordinances, suggestions for council legislation, watching and lighting of the city, dredging of the harbor, prevention of fire, city revenues and expenditures, introduction of additional supplies of drinking water into the city, and erection of a gunpowder magazine. February 9, 1801 and February 8, 1802 messages printed in Mayor's Messages 1800-1830 (available Baltimore City Department of Legislative Reference Library).

Series 2. Mayor's WPA Correspondence. 1797-1923.
26.1 cu. ft. (58 boxes).
Arranged first by year, then alphabetically by assigned subject. Each document is sequentially numbered and indexed within yearly aggregates. See WPA indexes.

All varieties of correspondence. Large majority of items are addressed to individual mayors although outgoing correspondence appears regularly. Subjects cover most aspects of city government including taxation, licensing, ordinances and resolutions, public health, schools, property ownership, litigation, railroads, claims against the city, proposals, charitable enterprises, opening and closing streets, paving streets, citizen complaints, relationship with state and federal government, port concerns, general administration, requests for information and publications from other municipalities, and applications for and appointments to municipal positions. See descriptions of similar material in series 1, 3, and 4.

Series 3. Miscellaneous Incoming Mayoral Correspondence. 1885-1900.
7 cu. ft. (15 1/2 boxes).
Arranged chronologically.

Letters, petitions, telegrams, reports, and memoranda addressed to individual mayors. These records were left out of the WPA-HRS survey, either because the material was discovered at a later date or, more likely, were maintained separately from the items covered in the WPA indexes. There is, however, no readily discernable difference in form or content between this material and that of a similar date in the WPA grouping. Included are items from city agency chiefs and subordinates, congressmen, mayors of other municipalities, state government officials, attorneys, businessmen, concerned citizens, and others. Among the topics discussed are applications for and appointment to municipal offices, complaints, requests for information,

*A list of mayors and their years of office is provided in the appendix to this guide.

charitable enterprises, letters of sympathy, and numerous other matters relating to the operation of municipal government. See description in series 2.

Series 4. Miscellaneous Outgoing Mayoral Correspondence. 1885-1900.

5 in.

Arranged chronologically.

Mostly letterpress copies, although some originals are included.

Items were separated from material described in series 3. Topics cover political appointments, approval or disapproval of ordinances and resolutions, replies to an assortment of citizen's complaints, communications to city agencies, and requests for information from other municipalities. Much of the material transacts official business from subordinates representing the mayor. See also, RG9 S28.

Series 5. Police Marshall Frey, Incoming Correspondence. 1890-1896.

1/4 in.

Arranged chronologically.

Communications to Frey from district police captains concerning various arrest cases and fines. Possibly forwarded to mayor for his consideration in instances where those arrested have requested a remittance of a fine. Items separated from material described in series 3.

Series 6. General Correspondence. 1884-1896. 1 in.

Arranged chronologically.

Letters, notes, and reports. Items are related to mayor's office but were not sent or received by it directly. The material probably was forwarded individually to the mayor's office by other city offices for reference. A wide assortment of subjects are covered, including personal concerns, professional opinions, the Topographical Survey of Baltimore, taxation, business transactions, city agency reports, and communications to and from the city council. All items were separated from materials described in series 3.

Series 7. Fragments. 1883-1900. 1/4 in.

No arrangement.

Separated pages and pieces of correspondence, reports, and other material. Items were removed from records outlined in series 3.

Series 8. Mayor Alcaeus Hooper - Inspector of Gas and Illuminating Oils

Reports. November 1895 - November 1896. 1 1/4 in.

Arranged chronologically.

Weekly statistical summaries of gases and oils used in city street lights; all items are addressed to Mayor Hooper. Detailed are "the average of the observations on the illuminating power and chemical purity of the Illuminating Gas supplied by the Consolidated Gas-Light Company," along with flash temperatures and densities of oil samples procured from dealers in designated districts of the city. These materials were removed from series 3.

Series 9. Mayor Alcaeus Hooper, Health Department Reports.

March - November 1896. 3/4 in.

Arranged chronologically.

All items are "Sanitary Reports" tendered by George H. Everhart concerning Baltimore area water supplies. Includes studies for Towson Potts Spring, Peterson's Run, Loch Raven tributaries, Western Run, Beaver Dam Stream,

Gunpowder River, Albins Run, George's Run, and tributaries of Lake Roland. Detailed are geographic situation and general sanitary condition of water sources. Materials removed from series 3.

Series 10. Assorted Printed Items. 1837-1900. 1/4 in.

No arrangement.

Various grouping of flyers, mayoral office forms, legislative acts, patents, bank statements, magazine reprints, and "catalogue of iron cells for Calabooses and Police Stations." All items separated from material described in series 3.

Series 11. Typescript Copies of Ordinances and Resolutions.

ca. 1890-1896. 1/2 in.

No arrangement.

Possible mayor's reference copies of pending legislation in the city council. Removed from items described in series 3.

Series 12. Assorted Mayoral Records. ca. 1875-1900. 1 1/4 in.

No arrangement.

Variety of singular items associated with mayor's office. Includes financial calculations, list of vaccine physicians, electric lighting specifications, legal opinions, lists of city officer nominations, "Conditions of Loans, July 8, 1896," "Facts about Bush St. Sewer," "Location of Public Drinking fountains in Baltimore, 1896," "Statements of the City Account," and "Report of Sanitary Committee of the West Balto. Improvement Assn." Material removed from items described in series 3.

Series 13. Timanus Administration Files. June 1902 - June 1908;
bulk dates September 1905 - February 1907. 7.2 cu. ft.
(16 boxes).

Arranged by subject.

Includes incoming and outgoing correspondence, legal papers and opinions, agency reports, accounts of agency expenditures, invitations, petitions, and printed material. Among subjects covered are general information requests, city procurement of goods and services, municipal ice and tug boats, assorted complaints, renovation of sections burnt in February 1904 fire, September 1906 Jubilee, applications and recommendations for positions, requests for permits, conventions and meetings, remission of fines, public education, claims against city government, personnel, public health, street improvement and construction, regulation of commercial signs, promotion of the city, railroads and street railways, electrical, telephone and water services, charity, and other matters relating to the functions of city government. City agencies and officials most abundantly represented are the city solicitor, city engineer, inspector of buildings, sewerage commission, and electrical commission.

See RG9, Series 28 for subject files index, May 11, 1906 - May 11, 1907.

Series 14. Mahool Administrative Files. December 1906 - June 1914;
14.4 cu. ft. (32 boxes).

Arranged by subject.

Majority of items are incoming and outgoing correspondence, although agency reports, invitations, legal papers and petitions are included as well. Subjects covered include assorted conventions and meetings, charity and charity organizations, 1910 "West Segregation Ordinance," investigations and

audits of city agencies, appointments to commissions, paving, grading, and opening of streets, 1908 "Dog Ordinance," establishment of playgrounds, assorted complaints and protests, Baltimore business promotional activities, railroads and street railways, establishment and maintenance of monuments, art exhibitions, regulation of commercial signs, utility services, claims against the city, improvement suggestions, League of American Municipalities, Merchants and Manufacturers Association, requests for permits and other matters relating to city government functions. City officials and agencies most abundantly represented are the city solicitor, city engineer, sewerage commission, electrical commission, city council, water department, and inspector of buildings.

See RG9, Series 28 for subject file index, May 21, 1907 - May 21, 1911.

Series 15. Preston Administrative Files. April 1908 - May 1919;
18.9 cu. ft. (42 boxes).
Arranged by subject.

Incoming and outgoing correspondence constitute the bulk of the material, with agency reports, printed material, and legal papers included as well. Subjects covered include assorted political controversies, World War I, city and national activities, construction, improvement and extension of city streets, construction of Loch Raven Dam, various civic contests, erection of monuments and memorials, segregation ordinance, "Sabbath Day" laws, commercial promotion of Baltimore, National Star-Spangled Banner Celebration, Maryland General Assembly matters dealing with the city, 1912 Democratic national convention, Pennsylvania Railroad improvement plans, annexation, "1918 Home Rule bill," and employment applications. City agencies and officials most abundantly represented are the commissioners for opening streets, water department, harbor board, city engineer, department of public parks and squares, city council, and highway engineer. A sizeable body of material relates to the Maryland General Assembly.

See RG9, Series 28 for subject file index October 1914 - [1915?].

Series 16. Broening Administrative Files (first term).
August 1919 - May 1923. 5.4 cu. ft. (12 boxes).
Arranged by subject.

The great majority of items are incoming and outgoing correspondence. Also represented are agency reports, printed items, and financial statements. Among subjects covered are applications and recommendations for employment, port and harbor concerns, erection of monuments and memorials, public health, patriotic and holiday celebrations, laws and regulations, publications, insurance coverage, and schools. Agencies frequently appearing are the harbor board, health department, law department, and department of education.

Series 17. Jackson Administrative Files (first term).
June 1923 - May 1927. 4.5 cu. ft. (10 boxes).
Arranged by subject.

Although legal documents, agency reports, printed material, speeches and minutes are abundantly represented, this series contains a majority of incoming and outgoing correspondence. Included among subjects covered are commercial promotions of the city, the World Court, assorted celebrations and commemorations, strike against the city by local contract labor, street traffic, laws and regulations, public health, real estate, zoning, racial segregation,

public education, harbor concerns, applications for employment, and city employee pensions. Agencies frequently appearing are the law department, committee on traffic, city council, municipal art commission, health department, board of school commissioners, and employee's retirement system.

Series 18. Broening Administrative Files (second term).
May 1927 - May 1931. 6.3 cu. ft. (14 boxes).
Arranged by subject.

Although incoming and outgoing correspondence constitute most of the material, legal documents, printed material, and speeches are represented as well. Subjects discussed include application and recommendations for employment, stray dog control, city relations with the Society for the Prevention of Cruelty to Animals, assorted public works projects, various celebrations, proposed use of daylight savings time, unemployment relief, zoning, Pennsylvania Railroad improvements, airport construction, and proposed installment system for tax payment. City offices best represented are the law department, city council, public improvement commission, Baltimore Airport Commission, and chief engineer.

See BCA microfilm reels 200 and 201 for index of original files.

Series 19. Jackson Administrative Files (second term).
September 1929 - December 1935. 13 cu. ft. (29 boxes).
Arranged by subject.

Incoming and outgoing correspondence comprise the bulk of material with agency reports, legal documents, printed material, and speeches also in evidence. Among subjects covered are various local, state, and national economic recovery and relief efforts, applications and recommendations for city employment, establishment and operation of the Walters Art Gallery, patriotic and commemorative celebrations, city budgetary matters, U.S. Conference of Mayors, personnel, general assembly activities, railroad consolidation, investigations of city departments for waste and corruption, and Jackson speeches. Official city organizations most abundantly represented are the commission on government efficiency and economy, civil service commission, supervisors of city charities, city council, city auditor, and chief engineer.

Series 20. Jackson Administrative Files (third term).
May 1935 - May 1939. 5.5 cu. ft. (12 boxes).
Arranged by subject.

Speeches, legal documents, printed material, and reports are all represented, although the great majority of items are either incoming or outgoing correspondence. Among subjects covered are city unemployment and emergency relief programs, applications and recommendations for employment, invitations and appointments, airport construction, unionization of City employees, relief cases, personnel recommendations, Jackson political campaigns and speeches. City organizations best represented are Baltimore Emergency Relief Commission, city council, law department, committee of rehabilitation of the blighted areas, and department of education. See also, RG9, series 34.

Series 21. Jackson Administrative Files (fourth term).
November 1938 - December 1944. 5 cu. ft. (11 boxes).
Arranged by subject.

Incoming and outgoing correspondence make up most of this material, with reports, speeches, legal documents and printed material also represented.

Subjects covered include applications and recommendations for employment, U.S. Conference of Mayors, city-state relations, airport matters, city planning, city wartime activities and civil defense, administrative recommendations and appointments, and public improvement loans. City organizations and individuals most abundantly represented include the housing authority, chief engineer, city solicitor, public improvement commission, commission on city plan, city council, civilian mobilization committee, committee for post-war planning, board of school commissioners, and Baltimore Committee for Civil Defense.

Series 22. McKeldin Administrative Files (first term).
November 1943 - May 1947. 4 cu. ft. (9 boxes).
Arranged by subject.

The majority of this series is comprised of incoming and outgoing correspondence. Reports, legal documents, minutes, and printed material are also available. Subjects dealt with include airport matters, planning activities, Negro war worker housing projects, proposed automobile expressways, urban renewal, city legal matters, mayoral proclamations, proposed Chesapeake and city harbor bridges, civil defense activities, municipal stadium, and assorted improvement projects. City agencies most abundantly represented are Baltimore City Aviation Committee, commission on city plan, committee for post war planning, law department, city council, city charter revision committee, Baltimore Housing Authority, and Civilian Mobilization Committee.

Series 23. D'Alesandro, Jr. Administrative Files.
September 1946 - March 1959. 25 cu. ft. (55 boxes).
Arranged by subject.

Incoming and outgoing correspondence make up the large majority of items, with minutes, printed materials, legal documents and speeches all represented. Among topics covered are airport matters, public housing, urban renewal, labor strikes, budgetary concerns, veteran's benefits, civic center construction, traffic regulation, race relations, appointment of municipal government officials, highway and street construction, hospitals, relations with state and federal authorities, city planning, port activities, parks and playgrounds, schools, U.S. Conference of Mayors activities, World War II commemoration, and assorted complaints and protests. City agencies best represented include airport board, budget director, comptroller, department of public welfare, city council, city planning commission, department of public works, department of recreation and parks, Baltimore Redevelopment Commission, board of school commissioners, department of transit and traffic, and Walters Art Gallery.

Series 24. Grady-Goodman Administrative Files. August 1951 - May 1963;
bulk dates June 1959 - November 1962. 18.5 cu. ft.
(41 boxes).
Arranged by subject.

These files represent the administrations of J. Harold Grady (May 1959 - December 1962) and Philip Goodman (December 1962 - May 1963). Incoming and outgoing correspondence make up the bulk of the material, with reports, minutes, legal documents, speeches and printed material represented in smaller amounts. Subjects covered are Friendship International Airport operation, American Municipal Association, U.S. Conference of Mayors activities, appointments, commercial development, urban renewal, housing, budgets, Charles Center construction, civil defense, charitable enterprises, Democratic politics, local associations, establishment of the experimental conservation district,

public health, hospitals, the Jones Falls Expressway, state and federal legislation, public celebrations, labor unions, city planning, East-West Expressway, recreation and parks, the mayor's schedule, public schools, snow and ice control, traffic, public welfare, zoning. Agencies and organizations most abundantly represented are: airport board, Baltimore Association of Commerce, Baltimore Council of Social Agencies, city council, law department, commission on governmental efficiency and economy, equal opportunity commission, University of Maryland Extension Service, fire department, health department, planning commission, Maryland Port Authority, department of public works, department of recreation and parks, department of transit and traffic, department of public welfare, and board of municipal and zoning appeals.

Series 25. McKeldin Administrative Files (second term).
October 1955 - November 1967, bulk dates May 1963 -
November 1967. 40.5 cu. ft. (89 boxes).
Arranged by subject.

Incoming and outgoing correspondence constitute the majority of the records. Minutes, committee reports, speeches and legislation make up the bulk of the remaining material. Subjects covered include appointments, architectural preservation, city hall renovation, civil rights, anti-poverty program, community renewal program, concentrated employment program, Congress of Racial Equality, Target City, presidential election, Jones Falls Expressway Design Committee, food market strikes, city jail, proposed changes in the housing code, inner harbor renewal, task force on equal rights, neighborhood conservation, open housing legislation, riots, sesquicentennial celebration, unions, zoning and city planning. City agencies and departments represented in the files include: commission on problems of aging, Baltimore Community Relations Commission, department of finance, city solicitor, city council, board of ethics, health department, department of public works, department of parks and recreation, department of public welfare, and the board of municipal and zoning appeals.

See also RG24 charter revision commission, and McKeldin's personal papers, 1943-1971, maintained at the Baltimore Region Institutional Study Center.

Series 26. D'Alesandro III Administrative Files.
May 1951 - December 1971, bulk dates December 1967 - June 1971.
53.5 cu. ft. (119 boxes).
Arranged by subject in three sub-series.

Inter-departmental memorandum and correspondence constitute the majority of the records. Reports, speeches, minutes, legislation, incoming and outgoing correspondence make up the bulk of the remaining material. The administrative files of Mayor Thomas J. D'Alesandro III reflect, in their arrangement and content, two major themes: decentralization of the municipal government and social programs oriented towards poorer communities. Five administrative assistants were assigned to the Mayor's office to act as liaisons with city agencies. It is the records of these mayoral assistants that constitute the majority of records of the D'Alesandro administration. The administrative assistants were Peter N. Marudas, Kalman R. Hettleman, John W. Eddinger, and Joseph L. Smith.

Sub-series I contains the records of Peter N. Marudas who acted as the primary liaison with the city council, board of estimates and criminal justice agencies. Subjects include ordinances, minimum wage commission, city council, department of public works, department of parks and recreation, civic

center, board of estimates, city solicitor, department of finance, and Baltimore Museum of Art.

The records of Joseph L. Smith and John W. Eddinger constitute sub-series II. Subjects discussed include neighborhood mayor's stations, Community Action Agency, Community Relations Commission, aging, air pollution, health department, city hospitals, speeches, and department of economic development.

Sub-series III contains the files of Kalman R. Hettleman. Subjects covered include the state legislature, housing, transportation, metropolitan affairs and civil rights, budget, civil disorders, department of education, department of housing and community development, interstate roads, Model Cities, multi-purpose centers, Baltimore Urban Coalition, and Mayor's Advisory Committee on Workable Programs for Community Improvement.

Series 27. Printed Mayoral Material. 1801-1971.

Arranged by classification system of individual repository.

This series consists of printed material maintained primarily in the Baltimore City Department of Legislative Reference Library, Maryland Historical Society, and the Maryland Department of the Enoch Pratt Free Library. The two major types of printed records created by the mayor's office are the annual mayor's messages, and published statements issued by the mayor. The "Mayor's Message" (also called Mayor's Communication, Mayor's Annual Report or individually titled), delivered annually to the city council, is an account of the general state of the city; this document provides a summary of the financial status of the city, the mayor's opinion on ordinances, and statements of the advances of various city departments. No manuscript or printed copy survives of the annual message for 1797, the first year of the city's existence. A progress report written by Mayor James Calhoun to the city council dated 19 June 1797, which adheres to the format of subsequent messages, is in the holdings of BCA, RG9 S1, Box 1. The earliest extant message is dated 12 February 1798. This and the following two messages of 11 February 1799 and 10 February 1800 were printed in daily newspapers, but were not included in any published compilation of messages. Manuscript copies of the 1798 and 1799 messages are part of BCA RG9 S1, Box 1; the 1800 message is part of BCA RG16 S1. The first published compilation of "Mayor's Messages" was printed in 1831 containing the messages from 1801 through 1831. Other compilations exist for 1832-1860, 1861-1879, 1880-1890, 1915-1937, 1943-1947, 1947-1951, and 1963-1967. "Mayor's Messages" for these, and intervening years, were published in Baltimore Annual Reports from 1856 to 1919. The messages were also included in the journal of proceedings of the Baltimore City Council from 1801 to 1979. "Mayor's Messages" have been prepared sporadically in the twentieth century.

Sources for other mayoral publications include the Baltimore Municipal Journal, 1913-1931, BCA, RG16 S1; journals of the Maryland State Senate and House of Delegates; local newspapers; and individually published speeches and policy statements.

Series 28. Mayoral Letterbooks. November 1871 - February 1907.

26 vol. 1 2/3 lin. ft.

Arranged chronologically.

Manuscript and letterpress copies of outgoing correspondence. Some volumes are indexed. See also, RG9 S4.

- Series 29. City Appointees. 1797-1899. 7 vols. (8 in.).
 Arranged chronologically.
 Primarily city appointees and nominations. Also includes mayoral proclamations, communications with city council, election returns, lists of city council members and other officers of the corporation. Some volumes are indexed.
- Series 30. Oath Books. 1862-1962. 16 vols. (2 1/6 lin. ft.).
 Arranged chronologically.
 Manuscript and printed oaths signed by appointees, lists of appointees and dates of appointments. Some volumes are indexed.
- Series 31. Permit and Complaint Books. 1873-1879. 5 vols. (2 1/2 in.).
 Arranged chronologically.
 Complaints received and permits granted by the mayor's office.
- Series 32. Mayor's Record Books. 1844-1875. 5 vols. (5 in.).
 Arranged chronologically.
 Primarily manuscript copies of outgoing correspondence and communication with the city council. Also includes appointments, proclamations, election returns, ward boundaries, lists of ordinances and resolutions, and newspaper clippings.
- Series 33. Visitors Book. December 1912 - January 1918.
 5 vols. (3 in.).
 Arranged chronologically.
 Chronological lists of names of visitors to the mayor's office.
- Series 34. Mayoral Campaigns. 1911-1935. 4 vols. (4 1/4 in.).
 Arranged chronologically.
 Campaign scrapbooks of James H. Preston and transcripts of Howard W. Jackson and his supporters during the 1935 campaign.
- Series 35. General Mayoral Records. 1860-1919. 9 vols. (8 in.).
 No arrangement.
 Miscellany of volumes maintained by the mayor's office. Includes lists of ordinances, annual report of the sewerage commission, fine book, minutes of committee to superintend erection of the city hall.
- Series 36. Mayoral Records Indexes. ca. 1880-1915. 8 vols. (6 1/2 in.).
 Arranged chronologically.
 Indexes maintained by the mayor's office to correspondence and administrative files. Indexes to Mayor Broening's second term are on microfilm BCA reels 200 and 201.

RG16 City Council Records

Series 1. Administrative Files. 1797-1923. 103 cu. ft. (322 boxes).

Arranged sequentially by WPA-HRS assigned numbers.

These records represent the general administrative files of the bicameral city council. Indexed during the 1930s by the Historical Records Survey, the records include petitions, memorials, applications for city appointments, general correspondence, correspondence with municipal departments, committee reports, ordinances, resolutions, messages between the two branches, communications to and from the mayor, council proceedings, and amended copies of ordinances and resolutions. See separate WPA item index. After 1923 the administrative files were maintained in their original filing system. This group of records makes up series 4.

Series 2. City Council Journal of Proceedings.

February 9, 1801 - February 18, 1859. 30 vols. (4 5/6 lin. ft.)

Arranged chronologically.

Manuscript volumes of the proceedings of the first and second branches of the city council. The proceedings reflect the daily business of the two branches, including the receipt of and action taken on petitions, choice of members to serve on committees, and communications to and from city departments. Since 1977, correspondence from city agencies printed in the journal has been limited to the final opinion regarding pending ordinances and resolutions. The original volumes for the first branch date from May 31, 1802 to June 18, 1847; those of the second branch from February 9, 1801 to February 16, 1853. The records preserved on microfilm (BCA 345-364) date, for the first branch, from May 31, 1802 to February 1859, and for the second branch, from February 9, 1801 to February 18, 1859. A subject index covering the period 1801 to 1859 is available. A complete set of published journals, 1828 to the present, is in the Baltimore City Department of Legislative Reference. There are no extant copies of the journals from 1797 to 1801/02.

Series 3. Joint Council Convention Journal. March 4, 1818 - January 6, 1902. 10 vols. (1 1/2 lin. ft.).

Arranged chronologically.

Record of the council sessions jointly attended by the first and second branches. Included are committee reports, communications to and from the mayor, convention rules, and nominations to various city offices. Gaps occur within and between the volumes.

Series 4. Official City Council Files. 1913-1977.

70.2 cu. ft. (156 boxes).

Arranged sequentially by introductory bill number within councilmanic terms. (1963-1967 arranged by final ordinance number).

Records of supporting correspondence, reports, petitions, and plats regarding ordinances. Ordinance 809 (1970) made the published volumes of ordinances and resolutions a legal record and only introductory bills with additional documentation (such as correspondence, petitions, plats, architectural plans, grant applications, consultant studies, and transcripts and hearings) have been maintained. Correspondence and reports from city departments, city council committees, and amendments to the bill were published in the city council Journal of Proceedings until April 1977; for these materials refer to the journal indexes. Between 1955 and 1968, however, the

journals were not indexed and for this period and the years 1919-1927 (Baltimore City Archives) and 1947-1980 (Baltimore City Department of Legislative Reference) there is a card index arranged by subject and bill number.

The 1971 comprehensive zoning bill 621 (ord. 1071) is on microfilm (BCA 404 and 405). For indexes to ordinances and resolutions maintained by the city council clerks see RGl6, S9.

Series 5. Manuscript Volumes of Ordinances and Resolutions. 1797-1971.
128 vols. (35 lin. ft.).

Arranged sequentially by final ordinance/resolution number.

Manuscript copies of all passed ordinances and resolutions with appropriate signatures, dates, and committees referred to. Manuscript volumes 1797-1863 have been microfilmed (BCA 406-415) with some gaps.

Series 6. Miscellaneous Manuscripts. 1799-1969. 3 vols. (3 lin. ft.).
No arrangement.

Unrelated group of documents received or created by the city council, and previously maintained in the files of the city council. Includes bound manuscripts 1805-1829; list of council members, 1832-1872; and city council report from the Committee on Reorganization of the Department of Public Works, 1969.

Series 7. City Council Papers Index. 1870-1893.
27 vols. (1 1/4 lin. ft.).

Arranged alphabetically by subject.

These volumes represent the original office index maintained for the administrative records of the city council. Although the identifying numbers assigned to the items are no longer applicable, these indexes provide an overview of subjects considered. Some of the categories of items indexed include: petitions, protests, communications from city officials, reports, ordinances, and resolutions.

Series 8. Record of Readings. 1905-1930. 3 vols. (3 3/4 in.).
No arrangement.

Record of committee bills and resolutions referred to, committee recommendations, dates of readings and final action.

Series 9. Indexes to Ordinances and Resolutions. 1841-1975.
34 vols. (4 lin. ft.).

Arranged chronologically.

Indexes arranged alphabetically by subject or by ordinance number.

In addition to the title of the ordinance or resolution, the date it was presented to the mayor and the date it was approved is included.

A Selective Bibliography on the History of the
Mayor and City Council

The following studies are the most important regarding the history of the mayor and city council and the history of the municipal government in general. Without question the history of Baltimore's municipal government has been largely ignored. The works listed below are offered as a beginning point for background information on these important offices.

- Anderson, Alan. The Origin and Resolution of an Urban Crisis Baltimore 1890-1930, Johns Hopkins Studies in Urban Affairs. Baltimore: Johns Hopkins University Press, 1977
- Arnold, Joseph L. "The Last of the Good Old Days: Politics in Baltimore, 1920-1950," Maryland Historical Magazine 71 (Fall 1976): 443-48
- . "The Neighborhood and City Hall: The Origin of Neighborhood Associations in Baltimore, 1880-1911," Journal of Urban History 6 (November 1979): 3-30
- . "Suburban Growth and Municipal Annexation in Baltimore, 1745-1918," Maryland Historical Magazine 73 (June 1978): 109-28
- Browne, Gary L. Baltimore in the Nation, 1789-1861. Chapel Hill: University of North Carolina Press, 1980
- Cassell, Frank A. Merchant Congressman in the Young Republic: Samuel Smith of Maryland 1752-1839. Madison: University of Wisconsin Press, 1971
- Clark, Dennis Rankin. "Baltimore, 1729-1829: The Genesis of a Community." Ph.D., Catholic University of America, 1976
- Coyle, Wilbur F. The Mayors of Baltimore. Baltimore: Municipal Journal, 1919
- Crooks, James B. Politics & Progress: The Rise of Urban Progressivism in Baltimore 1895 to 1911. Baton Rouge: Louisiana State University Press, 1968
- Greene, Suzanne Ellery. "Black Republicans on the Baltimore City Council, 1890-1931," Maryland Historical Magazine 74 (September 1979): 203-22
- Hall, Clayton Colman, ed. Baltimore: Its History and Its People, 3 vols. New York: Lewis Historical Publishing Co., 1912
- Hollander, Jacob H. The Financial History of Baltimore. Baltimore: Johns Hopkins Press, 1899
- LeFurgy, William G. "Baltimore's Wards, 1797-1978: A Guide," Maryland Historical Magazine 75 (June 1980): 145-53
- Olson, Sherry H. Baltimore: The Building of an American City. Baltimore: Johns Hopkins University Press, 1980
- Perlman, Bennard B. "The City Hall, Baltimore," Maryland Historical Magazine 47 (March 1952): 40-54
- Stieff, Frederick Philip, comp. The Government of a Great American City. Baltimore: H.G. Roebuck and Son, 1935

Appendix
Mayors of Baltimore

1797-1804	James Calhoun
1804-1808	Thorowgood Smith
1808-1816	Edward Johnson
1816-1819	George Stiles
1820-1822	John Montgomery
1822-1824	Edward Johnson
1824-1826	John Montgomery
1826-1831	Jacob Small
1831-1832	William Stewart
1831-1835	Jesse Hunt
1835-1838	Samuel Smith
1838-1840	Sheppard C. Leakin
1840-1842	Samuel Brady
1842-1843	Solomon Hillen, Jr.
1843-1844	James O. Law
1844-1848	Jacob G. Davies
1848-1850	Elijah Stansbury
1850-1852	John Hanson Thomas Jerome
1852-1854	John Smith Hollins
1854-1856	Samuel Hinks
1856-1860	Thomas Swann
1860-1861	George William Brown
1861-1862	John C. Blackburn (mayor ex-officio)
1862-1867	John Lee Chapman
1867-1871	Robert T. Banks
1871-1875	Joshua Vansant
1875-1877	Ferdinand C. Latrobe
1877-1878	George P. Kane
1878-1881	Ferdinand C. Latrobe
1881-1883	William Pinkney Whyte
1883-1885	Ferdinand C. Latrobe
1885-1887	James Hodges
1887-1889	Ferdinand C. Latrobe
1889-1891	Robert C. Davidson
1891-1895	Ferdinand C. Latrobe
1895-1897	Alcaeus Hooper
1897-1899	William T. Malster
1899-1903	Thomas G. Hayes
1903-1904	Robert M. McLane
1904-1907	E. Clay Timanus
1907-1911	J. Barry Mahool
1911-1919	James H. Preston
1919-1923	William F. Broening
1923-1927	Howard W. Jackson
1927-1931	William F. Broening
1931-1943	Howard W. Jackson
1943-1947	Theodore R. McKeldin
1947-1959	Thomas D'Alesandro, Jr.
1959-1962	Harold Grady
1962-1963	Philip H. Goodman
1963-1967	Theodore R. McKeldin
1967-1971	Thomas J. D'Alesandro, III
1971-	William Donald Schaefer

Index

The following is a selective index to the subjects mentioned in the series descriptions above. The majority of these references are to the mayoral records. Common subjects and names of municipal agencies repeatedly in the series descriptions, such as politics and ordinances and resolutions, have not been included in this index; the only exception for agencies is when the records document their establishment or reorganization.

Aging	Conservation districts
RG9, S.26	RG9, S.24, S.25
Air pollution	Daylight savings time
RG9, S.26	RG9, S.18
Airport	Democratic national convention
RG9, S.18, S.20, S.21, S.22,	(1912)
S.23, S.24	RG9, S.15
American Municipal Association	East-West expressway
RG9, S.24	RG9, S.24
Animal control	Economic recovery and relief
RG9, S.14, S.18	RG9, S.19, S.20
Annexations	Education
RG9, S.15	RG9, S.2, S.13, S.16, S.17,
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RG9, S.14, S.19	Electrical services
Baltimore Museum of Art	RG9, S.13, S.14
RG9, S.26	Finances
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RG9, S.26	Fire prevention
"Blue" laws	RG9, S.1
RG9, S.15	Food market strikes
Bridge construction	RG9, S.25
RG9, S.22	Gunpowder magazine
Business and commercial development	RG9, S.1
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Congress of Racial Equality	League of American Municipalities
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Workable Programs for

Community Improvement

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Merchants and Manufacturers

Association

RG9, S.14

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RG9, S.17

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RG9, S.15

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RG9, S.17, S.24, S.25;

RG16, S.4

WILLIAM DONALD SCHAEFER, Mayor
OFFICE OF THE MAYOR • CITY OF BALTIMORE
250 City Hall, Baltimore, Maryland 21202, (301) 396-3100



Dear Baltimorean:


Our City is one of this country's oldest urban areas and has a rich history. To understand where we are today and where we are going, it is important to understand our past.

Baltimore has a large number of museums, historic houses, libraries, and archives endeavoring to preserve and interpret our history. I am proud that our City also has one of the few municipal archives in the United States.

This guide is only one example of the fine work that the staff of the Baltimore City Archives is doing. These records of our Mayors and the City Council not only reveal the growth and work of your government over the years, but the lives and work of our City's citizens.

I hope that this guide will encourage you to learn about our City's history.

Sincerely,


Mayor

Mayor William Donald Schaefer and the Citizens of Baltimore

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Governing Baltimore:

A Guide to the Records of the Mayor and City Council
at the Baltimore City Archives



William G. LeFurgy,
Susan Wertheimer David,
and Richard J. Cox

Baltimore City Archives and Records Management Office
Department of Legislative Reference
1981

Publications of the Baltimore City Archives, no. 3

The Gift of
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to the
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Cover - Mayor Howard W. Jackson overwhelmed by the day's mail. Photograph courtesy The Baltimore *Sunpapers*.

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